

Message Text

CONFIDENTIAL

PAGE 01 STATE 219196

21

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FM SECSTATE WASHDC

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INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY TOKYO

AMEMBASSY OTTAWA

C O N F I D E N T I A L STATE 219196

E.O. 11652: GDS

TAGS: PFOR, UN

SUBJECT: NEXT STEPS ON PEACEKEEPING

1. AS PART OF ORDERLY PREPARATION FOR FORTHCOMING DISCUSSION OF PEACEKEEPING IN SPECIAL POLITICAL COMMITTEE, DEPARTMENT RECOMMENDS MISSION UNDERTAKE EXPLORATORY DISCUSSIONS WITH REPRESENTATIVES FROM UK, CANADA, JAPAN AND AS APPROPRIATE OTHERS WHO IN PAST HAVE LARGELY SHARED OUR VIEWS ON THIS SUBJECT. PURPOSE AT THIS STAGE IS TO INFORM THEM THAT WE ARE EXPLORING CONCRETE PROPOSALS TO IMPLEMENT SECRETARY KISSINGER'S STATEMENT AND WOULD BE INTERESTED IN THEIR CURRENT THINKING ON SUBSTANCE AND TACTICS OF RECONCILING CENTRAL ROLE FOR SECURITY COUNCIL WITH OPERATIONAL
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 STATE 219196

EFFECTIVENESS OF ANY PROSPECTIVE FORCE. YOU MAY STATE

THAT WE ARE ATTRACTED TO UK IDEA THAT GUIDELINES SPECIFY DETERMINATIONS SYG WOULD MAKE UNLESS CHALLENGED BY SC MEMBER IN WHICH CASE THE CHALLENGED ITEM WOULD REQUIRE SC APPROVAL (I.E. WOULD BE VETOABLE). BUT WE ARE STILL STUDYING SPECIFICS OF UK PROPOSAL AND WOULD APPRECIATE OTHERS' VIEWS. WE WOULD ALSO WANT TO KNOW IMPACT OF UNEF EXERCISE ON THINKING OF OTHERS RE GENERAL GUIDELINES, THOUGH PEACEKEEPING GUIDELINES EXERCISE DISTINCT FROM UNEF ARRANGEMENTS AND CARE NEEDED SO AS NOT TO INTERFERE WITH THEM.

2. YOU SHOULD INDICATE THAT WE BELIEVE DISCUSSION IN DEPTH IS DESIRABLE ON MAJOR PROBLEM RAISED BY UK PAPER OF HOW TO DEAL WITH DISPUTED OPERATIONAL DECISIONS. UK, FOR EXAMPLE, WOULD PERMIT ANY SC MEMBER TO HOLD UP PEACE-KEEPING OPERATION (PKO) ON REQUEST, AND THUS POSSIBLY INVITE EXCESSIVE INTERFERENCE BY COUNCIL INTO ONGOING OPERATIONS. WE OF COURSE RECOGNIZE THE ULTIMATE AUTHORITY OF THE SC OVER ALL ASPECTS OF PEACEKEEPING, BUT AS A PRACTICAL MATTER BELIEVE THE SYG AND PKO COMMANDER SHOULD RETAIN SUFFICIENT SCOPE TO OPERATE EFFECTIVELY. ACCORDINGLY, WE ARE INCLINED TO THINK AT THIS STAGE THAT SERIOUS CONSIDERATION SHOULD BE GIVEN TO INTERPOSING INTERMEDIATE STEPS BEFORE DIRECT AND IMMEDIATE APPLICATION OF SC VETO TO FULL RANGE OF OPERATIONAL DECISIONS. THIS HAS BEEN THE PRINCIPAL OBJECTIVE OF OUR ARTICLE 29 COMMITTEE PROPOSAL WHICH WOULD PERMIT AIRING OF DISPUTES AND COMPLAINTS WITHOUT NECESSARILY IMPAIRING PKO. HOWEVER, THERE MIGHT BE OTHER WAYS OF ACCOMPLISHING THIS AS WELL AS SATISFYING DESIRE FOR CONTRIBUTING COUNTRIES TO HAVE ROLE IN DECISIONS ON CONDUCT OF OPERATION. ALSO OUR PROPOSAL PROVIDES THAT ALL SC MEMBERS RETAIN OPTION TO CALL FOR SC MEETING A RIGHT THEY WOULD HAVE IN ANY CASE.

3. YOU SHOULD INDICATE US RECEPTIVITY TO EXPLORING ANY OTHER WAYS TO DEAL WITH PEACEKEEPING OPERATIONAL DISPUTES AND TO PROVIDE ADEQUATE SAFEGUARDS AGAINST CONTROVERSIAL OPERATIONAL DECISIONS, E.G., (1) SC REVIEWS AT SPECIFIED REGULAR AND FREQUENT INTERVALS OF MANDATE OR OF REPORTS FROM PKO COMMANDER OR SYG; (2) DEFINING CAREFULLY AREAS

CONFIDENTIAL

PAGE 03 STATE 219196

IN WHICH VETO BY CHALLENGE WOULD OPERATE SO AS TO ENSURE THAT ONCE PKO WAS ESTABLISHED, DAY-TO-DAY OPERATIONAL DECISIONS WOULD NOT BE SUBJECT TO SC VETO. QUESTIONS JUSTIFYING CALLING AN IMMEDIATE SC MEETING, WITH REQUIREMENT FOR VOTE UNDER ARTICLE 27/3, MIGHT INCLUDE MAJOR CHANGES IN THE SIZE OR COMPOSITION OF A FORCE, REPLACEMENT OF THE COMMANDER, MAJOR FORCE DEPLOYMENTS, EMERGENCY MEASURES AND ESPECIALLY ANY CHARGE THAT THE FORCE IS

TRANSGRESSING ITS MANDATE. AT SAME TIME WE WOULD NOT WANT TO PERMIT A SINGLE SC MEMBER LIGHTLY TO OBSTRUCT AN ONGOING UN PKO.

4. IN ANY CONVERSATION WITH SOVIETS DURING THIS PERIOD OF EXPLORATION WITH UK ET AL, YOU SHOULD MAINTAIN STANCE THAT SECRETARY'S SEPTEMBER 24 PRONOUNCEMENT REPRESENTS FLEXIBILITY ON OUR PART WHICH WARRANTS COMPARABLE RESPONSE FROM SOVIETS. YOU SHOULD ALSO NOTE THAT WE ARE STILL REVIEWING SUBJECT AND WILL BE RECEPTIVE TO VIEWS THEY WISH TO CONVEY TO US. WHILE WE ENVISAGE SIGNIFICANT DISCUSSION DURING GA'S SPECIAL POLITICAL COMMITTEE CONSIDERATION OF PEACE-KEEPING ITEM LATER THIS MONTH WE HAVE NOT YET DECIDED WHETHER TO MAKE DETAILED STATEMENT OF OUR IDEAS AND URGE

THAT SUBJECT BE IN FIRST INSTANCE ADDRESSED IN INFORMAL DISCUSSIONS AMONG MOST INTERESTED COUNTRIES. RUSH

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